AGENDA ITEM 5



Strategic Policing and Crime Board 28th February 2023

Title: Preventing and Reducing Crime

Presented by: Assistant Chief Constable Matthew Ward

Purpose of paper

1. This report will give an overview of the trends that are being experienced with respect to drug and alcohol related crime. Furthermore, it will detail what West Midlands Police (WMP) are doing to address through prevention, enforcement, early intervention, diversion and the use of out of court disposals (OOCDs).

Drugs

- 2. Chaired by the PCC, the West Midlands Combatting Drugs Partnership met in November 2022 and are working through who the most suitable attendees would be from WMP. The group are very much still in the forming phase, working through their strategic responsibilities and setting up the structure. ACC Ward is the strategic police lead, and the ACC for local policing will be the consistent representative at the regional meeting. The Community Safety Partnerships (CSP) will be leading the work on combating drugs locally and Neighbourhood Policing Units (NPU) senior leadership teams will be part of local delivery towards meeting the ambition/measures set by the partnerships.
- 3. WMP endeavour to involve key partners, where appropriate to support interventions with vulnerable people. Where we have tactical street enforcement planned we will work with partners to enable support services to offer their interventions with vulnerable people. Where we are not able to prepare support services prior to enforcement activity, we do ensure follow up referrals post enforcement activity.
- 4. A recent example of working together with support services was during a WMP and partnership operation. Within a Birmingham neighbourhood impact area, WMP worked collaboratively with Fire, Trident services, Housing and Drug outreach workers to assist with the removal of individuals from a structurally unsafe building. Several of the individuals suffered with substance misuse issues (drug and/or alcohol) and all of the individuals were successfully rehomed and are engaging well with support services.
- 5. WMP have a drugs strategy which looks forward to 2025. The strategy reflects key points from the Police and Crime Plan and the government's strategy. The strategy aims to reduce the harm caused by and supply of illicit drugs. The strategy sets out key priorities using a 4 P plan;

- Prevent Pre-arrest drug diversion, maximise every opportunity to protect victims particularly children, develop early warning schemes by partnering with commissioned services and Blue Light Services, engagement of children and young people in education regarding drugs
- Prepare Provide a Drug Market Profile to understand demand, dependency and consumption, enhance officers and staff training on illicit drugs and emerging drug trends, create a whole system approach by using lived experience champions, implement WMP forensic Drug Testing facility, and through the proactive use of Drug Expert Witnesses
- Protect Providing safe kit for officers encountering dangerous substances, working with safeguarding partners to identify children and young people vulnerable to exploitation or county lines, work with statutory partners and third sector to ensure proactive safety messaging is delivered to the community with emerging trends such as synthetic opioids
- Pursue Disrupt and dismantle the highest harm Organised Crime Groups (OCGs) through effective investigation and disruption tactics, use specialist capabilities and partnership to target drugs networks, review investigations for supply cases to fast track offenders and utilising full intervention opportunities. Use all legislative opportunities to seize and confiscate assets and target economic crime relating to offenders

Proactivity and impact

- 6. WMP utilise regional and local capabilities to proactively target high impact nominals and organised crime groups involved in the supply of drugs operating within the WMP force area. There is an embedded tasking process in place to identify such individuals on a regional and force level (Regional tasking and SOCex tasking). This sees regional and force capabilities (West Midlands Regional Organised Crime Unit (WMROCU) / Force Priorities and Vulnerabilities Team (FPVT) working cohesively to target such individuals, with the aim to bringing perpetrators to justice by increasing the consequences and decreasing the reward associated with drug supply, and in turn reducing and mitigating violence / homicide associated to such criminal activity.
- 7. From 1st April 2022 Home Office funding enabled the force to have designated resource focused on identifying and disrupting County Lines, which were running across the region predominately, with West Midlands being identified as a significant exporter force for this type of offending. An effective process of drug line identification, supported by a threat assessment, has been developed in conjunction with Local Responsible Officer's (LRO's) on each NPU, and regional colleagues to identify those trafficking drugs who present the greatest risk of harm to communities. Through a clear tasking process the County Lines Taskforce (CTLF) are able to deliver prompt, focused and dedicated investigative resources to tackle the problem. A WMP and Regional Threat Grid, underpinned by a weekly governance structure, ensures that wider local and force(s) capabilities are co-ordinated. Birmingham and Coventry account for over 50% of county line export locations within the region currently.
- 8. The CTLF work closely alongside key internal stakeholders within Digital Forensics, Intelligence and Drug Expert Witnesses to deliver positive criminal justice outcomes associated with drug trafficking. At the same time Operation Skyclash ensures that a focus is placed on safeguarding those at risk of exploitation through county lines and Operation Ferrari maximises the opportunity to deny drug gangs the use of the regional road network alongside Central Motorway Policing Group (CMPG) assets.

- 9. Since April 2022, 174 Type 1 outcomes have been delivered by the CLTF. A type 1 drug line is a line that sends out bulk messages offering Class A drugs for sale. The force then has to recover the phone line where the drugs activity is being conducted on, so that we can show that the line has been disabled and can't be used for further drugs activity. The holder of the line has to be charged with a relevant drug supply offence.
- 10. 167 people have been charged with drug supply matters and 71 people engaged with statutory or funded safeguarding services. Disruptions have been delivered to 10 mapped OCG's and 12 Urban Street Gangs (USG's) and 55 arrests were made in Q3 alone. CLTF activity has had an impact within every WMP Local Neighbourhood Policing Unit (NPU) and regional force with other activity stretching as far as Scotland, South Wales and the South coast.
- 11. WMP has a coordinated approach targeting individuals distributing drugs on a national and regional scale. WMROCU and FPVT teams work together and have had a significant impact on the levels of drugs supply in the force area, securing significant sentences against high impact individuals. The CLTF targets both individuals supplying drug commodities within neighbourhood areas, but also targets individuals who exploit young people and vulnerable adults who are exploited to run drug lines across the region / country. As a result of targeting high impact nominals who are involved in drug supply, we are also working with commissioned services to support substance users, once we have conducted enforcement activity across the force.
- 12. SOCEx data shows us that in the last quarter of 2022, out of 218 disruption events a total of 86 OCGs were linked to drugs, which is approaching 40%. Of the submitted Disruption Events;

Date	Arrested	Linked to drugs	+ outcome for Drug Trafficking
October 22	154	93	43
November 22	157	112	50
December 22	109	73	58

Table above shows figures from disruption events

Drug Trafficking

13. The number of drug trafficking offences in WMP in the last 12 months is almost identical to the previous 12 months with 2213 recorded offences compared to 2238 the previous 12-month period.



Divert

- 14. The Divert policy was introduced in October 2020. Under the policy, the majority of offenders found in possession of any drugs for personal use, are entitled to a Community Resolution if they agree to engage with an educational and harm reduction intervention run by a substance misuse intervention provider Cranstoun. The policy seeks to treat drug use (not supply) predominantly as a health issue. 90% of referrals are for Possession of Cannabis. Class A drug users are dealt with on a 1:1 basis. Young people have their own age-appropriate course.
- 15. Referrals can be made on the street, normally without the need for arrest. Data reviewed between 2023-22 taken from the collar numbers of officers making referrals to Cranstoun, shows that referrals are made from the full range of Departments and teams across the Force area.

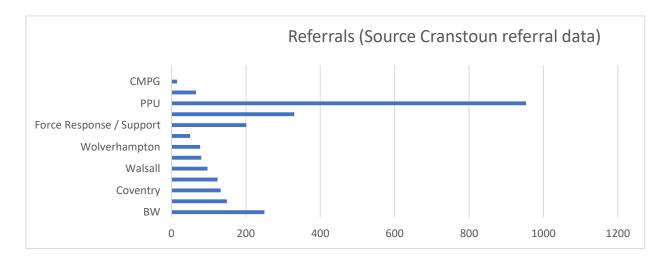
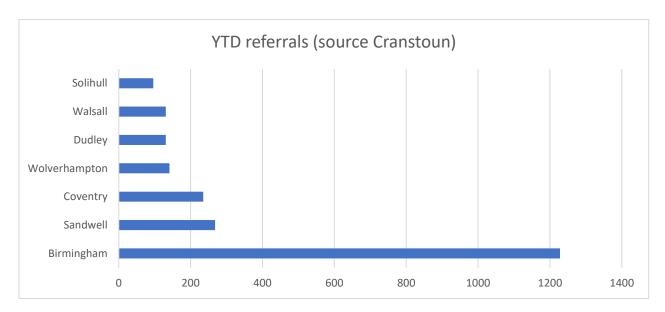


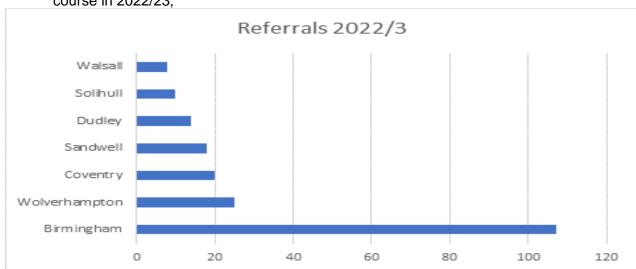
Table above describes......

16. The majority of Cranstoun referrals are pre-arrest from NPUs and Force Response teams, however, some offenders arrested for other offences (e.g. Domestic Abuse) are found in possession of unlawful drugs when searched in Custody, these offenders are also eligible for referral to Divert provided the substances do not aggravate the main offence. This accounts for most of the referrals from FCID and PPU.

- 17. The data suggests that Divert is to be embedded as a policy across the West Midlands Police area, however, given the volume of new student officers and the movement of staff, Divert is still included in all OOCD training inputs to every department and the Neighbourhood Justice Team continue to send out guidance on the policy. Work has also been undertaken on a Community Resolution 'App' to allow officers to complete the necessary WMP forms in a paperless fashion, on the street. The referrals themselves are made via the Cranstoun App and allow officers to book a convenient 1:1 appointment for the offender with a drug worker.
- 18. The current monthly average number of referrals is 264 (October December 2022);
 - 2373 referrals were made from 1/4/22 to 31/12/22
 - This compares with 2646 for the full performance year 1/4/21 31/3/22 and shows that referrals are continuing to rise
 - 52% of referrals are for Birmingham residents, followed by Sandwell (11%) and Coventry (10%). See graph below, which is taken from Cranstoun performance reports
 - In addition, largely as a result of the Birmingham night-time economy, 6% of referrals are made for offenders who live outside of the WMP area.



19. The table below shows the distribution of referrals to the Alcohol Related Violence course in 2022/23;



- 20. 50% of referrals come from the Birmingham NPUs. This is in line with previous years and results from the relative size of Birmingham Local Authority and the Night-Time Economy (NTE) which draws people in from the surrounding area. Most of the referrals are for offences of 'Drunk and Disorderly', which are NTE offences, but the course is suitable for any non-DA violence related offence where Alcohol Abuse is a trigger factor, (but not Alcohol dependency).
- 21. Referrals from outside Birmingham are approximately in line with the relative sizes of the Local Authorities. The course is available to all NPUs and is covered at all OOCD training inputs. Referral is made via the Cranstoun 'App' which most operational officers have downloaded on their mobile devices (The same app is used to make referrals to Divert). The initial assessment with a Substance Misuse Worker, is carried out by phone and the course itself delivered over Zoom so location of the offender is not important. This is an improvement made since the COVID19 Pandemic, when it was found that Zoom was highly effective for the main demographic who are referred for Drug and Alcohol treatment.

22. The policy for Divert has a number of positive impacts:

- The first part of the intervention is a 1:1 assessment of the individuals substance use (including alcohol) by a drug counsellor and personalised harm reduction advice. This addresses one of the original drivers of the policy to reduce drug related deaths. Cranstoun data shows that 68% of those referred, engage, as a minimum, with this initial 1:1 assessment,
- The second part is an interactive group course, designed to educate offenders about the harmful effects of controlled drugs and other consequences of using them. Prior to the introduction of the policy, users would have received no harm reduction advice and no educational input,
- The aim is to encourage desistence, but it is recognised that one input may not be enough to bring this about so repeat offenders remain eligible for re-referral to the intervention, provided they engage with Cranstoun each time. This reduces the risk of rapid escalation through the Criminal Justice System and criminalisation / stigmatisation of users, another original aim of the policy,
- Prior to Divert, offenders would be charged for possession of small amounts of Cannabis because officers had exhausted all other OOCD options, this was a poor use of officer and court time,
- Cranstoun offer follow up support and for users requiring more in-depth treatment, they will retain in existing programmes or make onward referrals as appropriate,
- The interventions are delivered over Zoom which makes engagement simple for the main demographic 18 32 years in particular. Other delivery options are available for those without internet access via face to face surgeries,
- The policy is simple for officers to understand and use, anecdotally operational officers report that it reduces conflict in 'Stop and Search' operations,
- The process does not involve arrest or formal interview and therefore addresses some of the points raised in the Lammy Review. (The Lammy review highlighted that black and ethnic minority youths were disproportionately criminalised by the Criminal Justice System; one of the reasons for this being a distrust of the police and a reluctance to admit offences in interview, leading to formal CJ outcomes),
- A review of the investigation outcomes for simple drug possession offences shows that formal CJ charges and cautions, fell by 71% and 80% respectively between 2019 and 2021 as a result of the new policy. There has been a slight increase in 2022 post Covid, however formal CJ outcomes are still 62% and

66% below 2019 levels. This not only reduces the criminalisation of the offender as mentioned above, it demonstrates the cost: benefit of the policy, as officers and other CJ agencies are freed up for other tasks. The impact on other agencies is important when the backlog in the CJ System as a result of Covid is considered.

Outcome	July – December 2019	July – December 2021	July – December 2022
Charges	674	198 (-71%)	259 (-62% from 2019 level)
Cautions	161	33 (-80%0	54 (-66% from 2019 level)

Criminal Justice Outcomes July – December 2019/2021/2022 (actuals)

- The Divert policy was examined by the OOCD Scrutiny Panels in 2021. The
 magistrate members of the panels spoke about the difficulty of meaningfully
 sentencing offenders for low volume, simple possession of drugs and of
 guidelines which prevented them giving rehabilitation orders for low-level
 cases. The panels were in favour of non-criminalising diversion into treatment
 via the Divert policy,
- The use of diversion for users of controlled drugs, allows the force to focus resources on those who are manufacturing and supplying drugs,
- The Divert policy requires evaluation to assess impact. It was introduced in 2020, in the midst of the Covid pandemic and periodic 'lockdowns' initially made reliable internal evaluation impossible. WMP and the WMOPCC are now contributing to a major 3-force study led by Kent University, The Cabinet Office and the College of Policing, using both reoffending and health data. The other Forces involved are Durham and Thames Valley Police, who also run drug diversion schemes. Control groups will be recruited from Forces which do not have diversion schemes It is hoped this evaluation will provide the evidence to inform future government policy.
- 23. Periodic audits, broken down by ethnicity, are carried out to ensure that the Divert Policy is equitably applied to all. Some offenders will still receive formal outcomes, predominantly because they are suspected of 'Possession with intent to supply', or because they have previously accepted a Divert referral but failed to engage. The audits look at the circumstances of each case and assess whether the outcome was appropriate. There have been no concerns about disproportionality for the past two years and this is believed to be because Divert is a 'blanket' policy rather than one which gives discretion (as was the case previously).

	Charged %		Cautioned %		Total Formal CJ Outcomes %	
Ethnicity	2019	2021	2019	2021	2019	2021
White	35.5	14	10.5	2	46	16
Asian	28	8.5	9	0.5	37	9
Afro- Caribbean	40.5	11.5	5.5	1	46	12.5

	34.7	11.3	8.3	1.2	43	12.5
Average						

Formal Criminal Justice Outcomes by Ethnicity

- 24. The table above shows the extent to which outcomes for 'Simple Possession' offences have changed since the policy was introduced, broken down by ethnicity. The data shows a comparison of the formal outcomes for Simple Possession offences between July December 2021 and July December 2019 (pre-Divert). All numbers are percentages and rounded for readability. (Smaller ethnic groups are not included here due to very low numbers). This table shows that:
 - In 2019 on average, 34.7% of offenders were charged for simple possession of controlled drugs (40.5% of Afro-Caribbean offenders and 28% of Asian offenders),
 - In 2021 following introduction of the Divert intervention, these percentages had dropped to an average of 11.3% (11.4% of Afro-Caribbean offenders and 8.5% of Asian offenders).

Cranstoun Arrest Referral Service (CARS)

- 25. The introduction of having one arrest referral provider embedded within each of the four custody suites across the WMP force area has resulted in a consistency of service. Drug testing was introduced in 2003 as one of a suite of tools and powers used as part of the Drug Interventions Programme (DIP) to help tackle drug-related offending. The police can test those arrested (or charged) with a range of specific 'trigger' offences (theft related or drug related) or non-trigger offences (other offences including violence). The test is carried out to identify the presence of specified class A substances within the system, those being crack cocaine, cocaine and heroin. The drug test is a screening tool only and the result cannot be used as evidence against the detainee therefore, within WMP it is used to identify opportunities to support and signpost into referral to support them and to reduce recidivism.
- 26. CARS now means that all detainees who have issues around alcohol and drugs are identified early (within the booking in procedure). The arrest referral workers (ARW) frequent the custody block throughout the tour of duty, and any prisoners who are identified, receive face to face interactions with them. Even if mandatory Drug Tests are not carried out, they are given the opportunity to work with the drug and alcohol team on a voluntary basis. This is a pro- active approach to all prisoners. Custody staff have very good working relationships with the ARWs, with the commitment to implement early intervention to achieve the ultimate goal of prevention.
- 27. Referral numbers into CARS for treatment is broken down;
 - January 2021 December 2021 = 2517 referrals
 - January 2022 December 2022 = 4189 referrals
- 28. This shows approximately a 66% increase from 2021-2022, the increases of referrals year to year, is based around the impact of COVID. For Example, in 2021 drug testing didn't return until November 2021, therefore the numbers are greater in 2022.
- 29. The below table shows a breakdown of ethnicities of individuals being referred in to the scheme. White British make up 65% of the total number of referrals;

Ethnicity	2021	2022	Grand Total
White British	1607	2774	4381

Not Stated	231	84	315
Pakistani	106	185	291
White and Black Caribbean	100	163	263
Other Asian	81	156	237
Other Black	58	155	213
Indian	71	135	206
Other White	60	134	194
Caribbean	59	123	182
White Irish	29	62	91
Other Mixed	30	55	85
African	28	39	67
Any Other	15	42	57
White and Asian	18	31	49
Bangladeshi	13	23	36
Ethnicity is unknown	6	17	23
White and Black African	5	11	16
Grand Total	2517	4189	6706

Offender to Rehabilitation Scheme

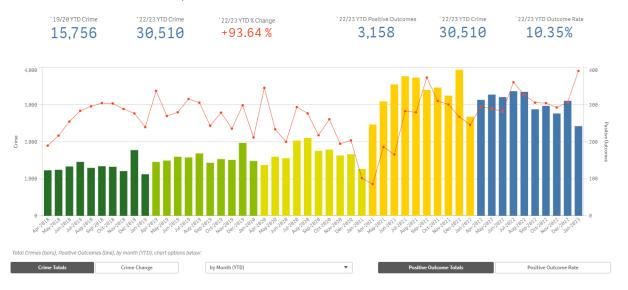
- 30. The Offender to Rehab (O2R) programme has been ongoing in Erdington NPT, Birmingham East since 2018. In July 2021, a Pilot commenced to expand the programme, covering both Birmingham East and Birmingham West Neighbourhood Policing Units (NPUs). This has involved four police officers taking on the role of 'Offender to Rehab Facilitator' and a Sergeant (part time) to oversee the programme during the pilot. The first 12 months of the pilot has been assessed by an external research company and a process evaluation has been produced. The main finding of the evaluation was the need for the programme to incorporate a multi-agency throughcare model, which is something we are looking to achieve going forward. The programme is now in the post pilot phase, whereby the team will continue to function as is until the new pan-Birmingham model begins in April 2023 which will see two additional police officers joining the team and the model being adopted across Birmingham.
- 31. The key objectives of the pilot were largely met, with x136 referrals made in to the programme (>50 over target), x95 of which have been assessed and brought in to the programme, or referred to other services where appropriate. During the pilot, x27 nominals entered through the doors of residential rehabilitation. This figure is lower than anticipated as the initial objective was to achieve 40x admissions in to rehab. The lower referrals are based upon Covid restrictions, rehab capacity limitations and resourcing the O2R team. Despite the lower than anticipated numbers, positive outcomes have been achieved.
- 32. Continuous reviews during the pilot have allowed for process improvements and increased partnership working with external agencies and the business community. Data has been captured throughout; through documentation, interviews and meetings to allow for the independent process evaluation. The programme itself and rehabilitation facilities have gained positive exposure through social media outlets (LinkedIn) and documentaries aired on mainstream media channels (C5, BBC).

- 33. Summary of tangible cost benefits during the 12-month pilot:
 - 27 x people have been admitted to rehab
 - 1,108 days have been spent in rehab
 - £155,637 has not been spent on drugs and alcohol as a result
 - £466,928 worth of stolen goods has been prevented
- 34. The above savings have been calculated by using data provided by the individuals that have engaged with the programme. These figures only account for the time spent in the residential rehab facilities as it is the only time we can say with certainty that people have not used drugs/drank alcohol or committed crime. Therefore, the above figures demonstrate only a fraction of savings, if demand on the police, public health and retail were taken in to account, this would be much higher. To date, x8 clients (30% of those who attended rehab) remain abstinent and are no longer committing crime. Demonstrating a positive impact on those engaging in the programme, the victims of crime and the benefit of working with partner agencies.
- 35. In addition, WMP Data Analytics Lab carried out a cost benefit analysis, whereby the potential savings on **costs of crime** for those who attended were calculated (using Home Office figures). The gross benefit of the pilot was £464k including staffing which was £279k. Therefore, the net benefit realised during the pilot was £185k.
- 36. We anticipate the new pan-Birmingham model to be formed of;
 - 1 x Supervisor (police staff)
 - 2 x Police Officers
 - 2 x Embedded staff from partner agencies such as CGL (Change Grow Live) via Birmingham City Councils Drug and Alcohol Commissioning Services.
- 37. The proposal to expand the programme throughout the Force Area was aired at the Combatting Drugs and Alcohol Partnership (CDAP) meeting and also the Force Executive Team meeting mid-January. The headline is that there is support from the Force Executive Team to roll the project out on a wider basis across the Force. This means that further officers will be provided to the project should it expand into other Local Authority areas on the proviso that the project attracts further external funding. Meetings will take place with each of the Drug and Alcohol Commissioners across the Local Authorities to understand the appetite for the programme to be rolled out in to the respective areas.

Alcohol

38. Each local authority holds a meeting to discuss NTE, this is held in partnership with BID managers and street wardens. For example, Birmingham is the busiest NTE area for WMP and these meetings will be held twice weekly. A NTE Police Officer leads on this co-ordinating NTE resourcing. Licensing team link in regularly with the BIDs; who nurture relationships to ensure the partnership is efficient in its response to significant incidents. An example of this partnership working in Birmingham is when the South-Side BID manager raised concerns over a sale of super cider and beer. The licensing team visited and witnessed the unlicensed alcohol being sold which was in breach of their licence conditions. Following a request to remove, stop checks were completed by the team which confirmed compliance with the conditions.

39. The below chart shows our levels of alcohol related crime since the main COVID restrictions were lifted;



- 40. The table above will illustrate a 94% year to date rise in alcohol related crime, however the data is caveated as alcohol related crime isn't a crime code. Since the implementation of CONNECT officers and staff are now getting much better with capturing 'flags'. Within CONNECT officers and staff are now able to capture this data in the mandatory fields when recording a crime incident on the system. Also, Alcohol related crime in affect is a subset of violence which is the area which has seen the biggest increase in crime recording.
- 41. Since the COVID-19 restrictions were lifted we have seen a rise in associated Night Time Economy offences such as Violence, Sexual, Theft and Robbery crimes. These crimes have gone up by 28% during NTE peak times. However, these offences have also gone up by 20% in non-NTE geographies which is due to Crime Data integrity with more offences now being recorded such as sexual and theft offences.
- 42. Alcohol related OOCD interventions are commissioned for WMP through the OPCC:
 - The Alcohol Related Violence Course targeted at NTE offences
 - The Alcohol Related DA course which addresses the impact of alcohol on relationships, both intimate partner and wider family.
- 43. Both have been evaluated and found to reduce reoffending by 70% over the following 12 months. Feedback suggests that the 'health-based' content of the interventions is highly effective at encouraging offenders to moderate their drinking. Both courses can be used with either Community Resolutions or Conditional Cautions, meaning that first time offenders can be given harm-reduction advice and education without criminalising them.
- 44. In the case of Domestic Abuse (DA), the offences resulting in referrals to the course, would frequently be filed as no further action (NFA) being taken as family members do not want to criminalise the offender, they just want them to receive help with their drinking. If charged the most common court outcome for the type of offence referred onto both of these courses would be a fine. The use of these disposals is encouraged through training inputs to all police officers, staff and supervisors in all investigative departments. In addition, periodic audits are carried out on the outcomes for specific

offence types, and the results used for targeted messaging to teams found to be underusing the interventions.

Year	Alcohol Related Violence	Alcohol Related DA
Jan - Dec 2019	179	Course not available
May-Dec 2020	Course not available	29
Jan - Dec 2021	131	43
Jan – Dec 2022	230	76

Referrals to Alcohol Related Violence and Alcohol Related DA Courses

- 45. Referrals to both courses were impacted by the pandemic. Referrals to the Alcohol Related Violence Course have now exceeded pre-pandemic levels. Referrals to the Alcohol Related DA course, introduced in 2020, are increasing by around 50% each year. Both courses are operating until May 2023 under a budget granted for the 2020-2021 financial year, but carried forward due to the impact of the pandemic on referral numbers.
- 46. Each NPU has a licensing function within their Partnership Team and these teams lead on any enforcement issues. Across the force our Licensing Teams have excellent working relationships with their licensing colleagues in the respective local authorities, and it is through this combined approach that work is coordinated with Neighbourhood Teams to ensure that local issues are dealt with in a consistent and corporate way across the West Midlands. We are further enhancing this corporate approach with an internal licensing working group. This meeting is in its infancy and will aim to share learning, develop and share good practice, look at force-wide resilience, opportunities for innovation and address challenges.

Equality Implications

- 47. West Midlands Police has committed resource into Diversity and Inclusion to enhance the capability of the force in the completion of Equality Analysis on all workstreams, and there has been a recent review and change of the process.
- 48. There is no strategic workstream focussed on alcohol in force, however a Licencing and NTE policy is being developed, led by Birmingham Partnerships which by default includes Equality Analysis, supported by the Diversity and Inclusion department. The drugs strategy is written and is currently also under review against the public sector equality duty. Any actions raised as part of the analysis will inform the review and early evaluation process of the strategy.

Next Steps

49. The board is asked to note the contents of this report.

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